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8 October 1968

MEMORANDUM FOR:  COINS Project Manager

SUBJECT       :  COINS Master Plan

REFERENCES    :  Your Draft Paper, Same Subject,
                 Transmitted to me on 18 September
                 1968

1.  I have reviewed the referenced paper and
identified four major problem areas:

a.  Some sections of the paper should be
deleted because they are superfluous or redundant
and detract from rather than add to the quality
of the report.

b.  The data provided in some sections is so
sketchily presented, that I find it difficult to
give a reasonable reaction.

c.  The report needs severe editing.  Con-
tained herein are suggested corrections of only
some of the more glaring editorial problems.

d.  There are a number of substantive/organi-
zational changes which should be incorporated.

2.  Following is an elaboration on the above
comments.  I have numbered the pages of my copy of
the report to facilitate finding the referenced section.

page 3    (INTRODUCTION)    The purpose...and costs of
the COINS experiment.  This-master-plan-will-include,
for-example,-compilation-of-approved-documents-related
to-the-COINS-experiment,  It will-also places in con-
text...participating agency and it includes a compila-
tion of approved documents related to the COINS
experiment.

GROUP 1
Excluded from automatic
downgrading and
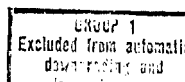
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page 4    (2.   AUTHORITY)

   Comment:  This whole section should be deleted.
   The authority given is the authority for COINS,
   not for the subject Master Plan.  The authority
   for COINS has been well documented in other COINS
   papers and does not need repeating here, particu-
   larly since it is contained in the references
   cited in the subject plan.  See my later comments
   on references.

page 5    (3.   CHARGE) - Suggest changing CHARGE to
AUTHORIZATION

page 5    (first paragraph)    The DCI's memorandum...
working with the sub-system managers:  w~~ill~~

page 6    (4.   DEFINITIONS)

   Comment:  This section should be deleted.  The
   terms either do not need defining or they are
   well defined in the context in which they are
   used in the report.

page 9    (first paragraph)    The paragraph heading
a.  GOAL was left out.

page 9    (first paragraph)    ~~The-purpose-of~~ The COINS
experiment is a feasibility test of interagency infor-
mation handling, making use of interconnected computer-
based files, ~~and-the~~ to ~~determination-of~~ determine the
utility of this system to intelligence analysts and
other users.

page 9    (b 1)    Design, develop, and implement...
necessary data ~~and-provide--the-necessary-facility~~ to
evaluate...remote access capability.

page 9    (b 3)

   Comment:  This is not an objective of the Experiment;
   this is an objective of an operational COINS system.
   Therefore, this should be included in Part II of
   the Master Plan as an operational objective.

page 10    (b 4)    Same comment as above.

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page 10    (5)

Comment:  This is not an objective; it is a task
and a constraint.  Delete.

page 10    (6)

Comment:  This is not a design goal; it is a
recognized constraint.  A fifteen minute response
time delay in the experiment is acceptable to CIA
only because better performance cannot be achieved
in the experimental configuration.  In an opera-
tional system, we would expect much better
performance.  This paragraph should be deleted.

page 11    (6.  ORGANIZATION OF PLAN)   ~~The-Master-Plan
will-be~~ This Plan is divided into two parts:   ~~namely~~

Comment:  Since this section deals with the
organization of the paper, it should be placed
earlier in the report, following authorization.

page 11    (a)   This is ~~primarily~~-concerned with the
COINS Experiment and ~~little--beyond-the-Experiment~~ the
immediate post-experimental time frame.

page 11    (b)   This plan...COINS Experiment ~~is~~ will
be successful and USIB will approve the...system.

page 12    (7.  GENERAL GUIDELINES)

Comment:  This whole section should be deleted.
The same information is covered by general
statements made in "V.  SUMMARY OF RESOURCES
REQUIRED."  If any further elaboration is needed
on who pays for what, include it in section V,
not here.

page 13    (a)   The COINS Experiment is designed to
operate at the Top Secret, SI security level.  ~~T-i,e,T
TOP-SECRET-SI-because-COINS--cannot-presently-satisfy
provisions--of-DCID-6/3,-ANNEX-E,~~

Comment:  We have not checked with USIB to determine
whether or not COINS meets the requirements of
ANNEX E.  Further, it is my understanding that we

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have to meet the provisions of ANNEX E to operate
COINS at the TOP SECRET SI level.

page 13 (a. last sentence) As a result, the com-
puter system in some participating agencies can only
operate in the COINS Experiment only in a dedicated
mode for a limited period of time each day.

page 13 (b) The COINS...Computer system. No partici-
pating agency has specifically procured and dedicated
computer systems for the COINS Experiment. However,
each agency has procured communications equipment and
in some cases peripheral computer gear for COINS.

page 13 (c) This master plan is based in-part on
the currently...agencies particularly for FY 69 and FY 70.

page 13 (d) Implementation and-execution of any
planning,-programming-and-budgeting-for a follow-on
COINS...

page 13 (d. last sentence) The results...may
result in a significant changes in Part II of the plan.

page 13 (e) The Multiplicity...procedures means
that-users-must-be-trained-as-multi-linguists-which
that must be learned to query COINS files will deter
some users analysts from using the system.

page 13 (f) Users will be...inability-to-agree-on
lack of common data standards for in files in the
COINS Experiment. This means that..., acronyms or and
abbreviations for:

page 14 (f 1) Referencing common fields in different
agencies files.

(f 2) Framing...different agencies files.

(f 3) Interpreting...different agencies files...

Comment: In some cases there is not complete
uniform entry of data elements or field names
within an agency.

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page 14    (g 1)

Comment:  I would delete this paragraph.  The
whole network operates at the TS SI level --
this is not a problem inherent in the switch.

page 14    (h)    Users of files...useful.  as No files
have been created for the COINS Experiment; which
satisfies-the therefore, files which are included may
not satisfy the information...

page 14    (h 2)    Includes data of interest in to...

(h 3)    Were...form.  at-one-of-the-agencies
participating-in-COINS.

page 15    (9.  REQUIREMENTS)

Comment:  This entire section should be deleted.
When the JIIRG recommendation was written, it was
anticipated that COINS would be operational by
this time.  There was never any intent that the
recommendation apply to the COINS Experiment.
In addition, it would be impractical to attempt
to incorporate TK material in the Experiment
over the next nine months.  This section should
be included as a requirement under follow-on
COINS activities.

page 16    (II.  CONCEPT AND STATUS OF THE COINS EXPERIMENT)

Comment:  I found this section disappointing
because of what is omitted.  This section should
cover at least three other major areas of COINS
activity namely:

    a.    A description of the security conventions
          and procedures that have been or will be
          adopted.

    b.    Status of training within each agency.

    c.    A summary of the data that will be collected
          for evaluation as recommended by the Test
          and Analysis panel.

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I note that it is planned to include as annexes some previously prepared material covering these areas. However, annexes are only for the reader who desires in depth knowledge and they will not cover current status. I strongly urge that material be prepared covering these topics.

page 16    (1.  REFERENCES)

Comment:  The references should not be buried here and at the beginning of section III. A single list of references should either be placed at the beginning of the paper or included as an annex. Further, a one or two sentence description of what is included in each reference would be very useful for those not familiar with COINS documentation, and it would make it unnecessary to elaborate on the references in the body of the text.

page 16    (2.  AUTHORITY)    2.--AUTHORITY  1.  BACKGROUND The COINS Experiment is being conducted by-direction-of the-President-to-the-Director-of-Central-Intelligence {Ref.--16}-to-implement in response to a recommendation... Board (Refs. 1a and 1b). The matter... Committee on Documentation, for-the U.S. Intelligence Board...to implement the experimental system. Current participants of-the intelligence community are+ participants include:

page 17    (fifth line)    National-Photographic-Interpre-tation-Center-{NPIC}.--CIA

page 17    (3.  IMPLEMENTATION)    3.--IMPLEMENTATION

page 17    (1st paragraph, last sentence)    The COINS experimental system will operate at the single-security level-of TOP SECRET SI security level.

page 17    (4)    4.--ESSENTIALS-OF-THE-COINS-NETWORK 2.  MANAGEMENT STRUCTURE

Comment:  See my later comments (page 22) on the recommended deletion of section III and the placement of relevant information here.

page 17    (4)    4   3.  ESSENTIALS OF THE COINS NETWORK a.  The COINS network...

page 17    (last sentence)    ~~Each-system-has-,-,-users~~
~~{e-,-g-,-,-State-and-NIC-on-the-DIA-system}-,~~  In addition,
the State Department and the National Indications
Center will have remote consoles tied into the network
through the DIA system.

page 18    (first paragraph)    ~~a-,~~  Once...

   Comment:  This should be a continuation of the
   last paragraph.

page 18    (first paragraph, last sentence)    Other
capabilities...such as ~~those-for~~ handling...

page 18    (b 2, last sentence)    The answer message...
(7) for the answer is ~~formed-and~~ recorded in the log.

page 20    (first paragraph)    As of 1 September 1968
all communications circuits ~~have~~ had been...agency,
except ~~to~~ NIC. ~~-,-however~~  The ~~operational~~ status of
each...as follows.  (See Chart    )   DIA has funded...
FY 69.

page 20    (5a, last sentence)    Operational files at
each agency ~~are-continually-exercised~~ have been queried
by analysts at the other agency ~~for~~ to obtain system
familiarization, ~~and~~ to detect and ~~allow~~ ~~correction-of~~
system faults and to ~~suggest~~ determine system refinements...

page 20    (5c)    High speed data circuits to ~~the-computer~~
~~systems-of-the-Central-Intelligence-Agency-and-the~~
~~National-Photographic-Center-of~~ CIA Headquarters and
CIA/NPIC ~~are~~ were installed on approximately 1 September
~~however-are-not-operational~~ and are being tested.

page 20    (5e)    ~~A-milestone-,-,-follows-,~~

page 21    (first sentence)    A "Panel...by the Committee
on Documentation ~~for-the~~ (CODIB), U.S. Intelligence
Board. ~~{CODIB}~~

page 21    (6b, next to last sentence)    The IIHC has
determined that to the extent that there is unused
system capability, these files can be added to or...

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page 22.    (SECTION III)

Comment:  This section should be deleted as a
major section of the report.  Its contents are
in large part duplicated in other parts of the
paper.  As recommended earlier, the references
should be placed elsewhere and the portion of
this section beginning with paragraph "e" on
page 23 and including the information covered
on page 24, should be rewritten and placed as
"2.  MANAGEMENT STRUCTURE" under section II
"Concept and Status of the COINS Experiment".

page 25   (1a, second sentence)   These tasks have
been:   (1) separated by...

          (1a, last sentence)   In addition, the
organizations ~~or-organization-including~~ and panels...

page 25    (1 b)

Comment:  The gist of this paragraph is that we
have budgeted and planned for COINS on a task
basis.  This is not very accurate in CIA's case.
It is true for such activities as installation
of terminals or communication lines.  It is not
very accurate for such activities as programming,
file maintenance, participating in panels, etc.
We cannot estimate (nor can other agencies) with
any degree of accuracy how much time and financial
resources will be required for the various tasks
which are listed.  As a matter of fact, some of
the tasks listed in this section have never been
blessed by all COINS participants; therefore,
they could not have been used as a basis for
planning.  I suggest deleting this paragraph and
adding a sentence to the previous paragraph to
the effect:  "Participating organizations have
taken these tasks into consideration in preparing
their plans, programs, and budgets for COINS."

page 25    (2.  FY-69 Tasks)

Comment:  Some of the information contained in
this section is sketchy.  In a few cases it is
difficult to comment without knowing more about

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page 28    (d 2)

Comment:  I interpret data standards as referred
to in this task to mean that standardized methods
of entering data elements in COINS files should
be developed and adopted.  No one questions that
this is a desireable goal for COINS and the com-
munity in general, but an operating procedure
covering this area would not be practical for the
experiment.  The data standards in current COINS
files were developed independently by each agency
and there is no way that they could be standardized
in the immediate future.  If COINS goes operational,
then serious consideration should be given to the
development of data standards for new files and
to standardizing data elements in existing files.
This task should be listed under FY 70 tasks.

page 28    (d 3)

Comment:  The files suggested in this task are no
more than vague ideas at the moment.  Even if
they are of general value, it is highly questionable
whether they could be established in the time frame
of the COINS Experiment.  I think this should
become a follow-on task.

page 28    (d 4)

Comment:  I doubt we will have enough experience
and user reaction by June 1969 to complete this
task in FY 1969.  This is another task that should
be listed under FY 1970.

page 29    (e)    (3) CIA will replace its IBM 360/50 time
sharing system with a 360/67 time sharing system.  It
is anticipated that CIA will not be able to participate
in COINS for a one week period during the change over.
Related Objectives:   2a.
Action Organization:   CIA
Completion Date:   February 1969

page 30    (h 1)

Comment:  I objected two months ago when this task
was assigned to the Computer and Communications

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Interface Panel. It does not make sense to me to devote effort to developing specifications for a users language when we do not know what ultimate configuration will be recommended for COINS. I also have not found any enthusiasm for this task emanating from the Interface Panel.

page 30    (h 2)

Comment: This further compounds the problem discussed above, and I think it is conflict with the above task. As I read it, we are going to have a network users language to serve as a bridge between languages or a common users language and a computer independent users language (whatever that is). This and the above task should be put in the follow-on category.

page 31    (i)

Comment: CIA is concerned over any planned expansion of the COINS network during the experimental test and data collection phase. We feel it may have an adverse affect on the use of the system by the primary COINS participants (i.e. it may increase system down time and it will increase query turn around time) and we do not think that the security implications have been investigated in sufficient detail. Therefore we recommend that there be no further network expansion until the experiment has been evaluated, security procedures have been defined in detail and an orderly plan has been developed for further expansion.

page 32    (j 2)

Comment: This has already been done by the Test and Analysis Panel. There should be no problem in having that Panel's Report published in final form prior to the submission of the Master Plan.

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page 33    (c)

> Comment:   I earlier recommended that we not convene
> a Security Panel in FY 69.  It may prove necessary
> in FY 70 to convene a panel to undertake the tasks
> described here.  Panel or no, these tasks do have
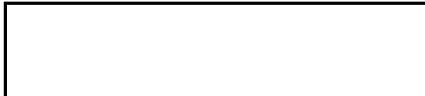> to be accomplished at an early date.

page 35    (2)

> Comment:   I am not aware of any CIA unfunded
> resource requirements needed to support the
> experiment.  As you know, we have been unable to
> obtain Bureau of the Budget funds approval to
> assume responsibility for the switch in FY 70,
> but this would fall under the category of opera-
> tional unfunded resource requirements.  I see no
> value in trying to project operational funding
> requirements until we have a better feel for what
> direction COINS will take following the experiment.

COINS Dollar Summary Chart

> Comment:   Under O&M Funds I would not include
> local travel and reproduction costs.  It would
> be almost impossible to obtain accurate estimates
> and the estimated figures would not be very
> significant -- at least in our case.

COINS Manpower Summary Chart

> Comment:   On page 36 the statement is made that
> no file building costs should be charged to COINS
> because the current COINS files were not developed
> specifically for COINS.  Therefore, I see no need
> for the file building and maintenance category
> which appears as item 6 on the Manpower Summary
> Chart.

25X1

CIA COINS Subsystem Manager

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C-O-N-F-I-D-E-N-T-I-A-L

8 October 1968

SUBJECT:  Draft Master Plan for COINS

1.  Following are some brief comments on the subject plan.
Recognize that much needs to be done with this draft before
extensive review of this draft plan.

2.  The paper should be reorganized completely just from the
style and position standpoint.  For instance supporting documents
and general background documents or extractions should be
attached as annexes.  Section 3, COINS Management Structure,
page 22, should be attached as an attachment.  Save the reader
the agony of going through all of this detail before getting to
the material requested.

3.  I read the Charge as indicated on page 5 to include
only paragraph d.  I believe a. b. c. are separate actions.  If
a. b. c. are to be included they should be all together separate
sections, with d. a separate section.  I read a. b. c. as jobs
like e. f. g. etc., as outlined in the Approved COINS Management
Plan.

4.  Page 25, Section IV, is not called for in the Charge,
paragraph d.  The section "Tasks" does include plans and programs
which are to be included in the Master Plan.  Question, paragraph
2. d. (1), page 27.  I don't believe this task is within the scope

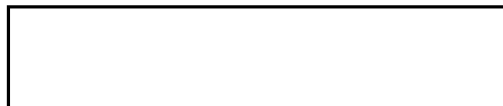C-O-N-F-I-D-E-N-T-I-A-L

C-O-N-F-I-D-E-N-T-I-A-L

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of the COINS experiment.  2.d. (4), page 28.  I don't believe
this task is within the purview of the rules set down for the
COINS experiment.  Paragraph 2.d. (5), page 29.  Don't believe
COINS management should specify the primary and secondary files
which are to be included in the COINS experiment.  At least this
information is not called for in the Master Plan.

I cannot find in the Master Plan a clear breakout of the
communications requirements and R&D requirements.

I am in some respects sympathetic to the problem of
identifying cost for the COINS experiment.  By this I mean the
costs that are observed by each participating agency.  I don't
think this cost figure can be broken out realistically.  There-
fore,  I am somewhat symphetic to the proposal on showing
costs as illustrated in the table on page 36.  Regardless,
believe the important area is, as it concerns costs, in the
section called Problem Areas on page 35, paragraph 2.

The Master Plan should contain a better breakout of costs
as they relate to separate segments or activities of the COINS
experiment.  Only gross costs are provided.  For example how
much are we standing on communications for the experiment
against file development.

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